

Final Country Case Study: Morocco

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# Evaluation of Management of Danish Development Cooperation – 20 Years after Decentralisation

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## Abbreviations and Acronyms

CSO	Civil Society Organisation
D&J	Droit & Justice
DAPP	Danish-Arab Partnership Programme
DE	Danish Embassy
DEDI	Danish-Egypt Dialogue Initiative
DFC	Danish Fellowship Centre
DIHR	Danish Institute for Human Rights
EU	European Union
FLDF	Fédération des Ligues des Droits des Femmes
GAME	International NGO for social change through youth-led street sports and culture in Africa, Europe, and the Middle East
GoM	Government of Morocco
GIZ	German Development Corporation
HCP	Haut Commissariat au Plan
HQ	Headquarters
HRIC	Human Rights and Inclusion Consortium
IFU*	The Danish Investment Fund for Developing Countries
KVINFO	Danmarks videnscenter for køn og ligestilling (Danish Knowledge Centre for Gender and Gender Equality)
LGBT+	Lesbian, Gay, Bisexual, Transgender+
M&E	Monitoring & Evaluation
MEAL	Monitoring, Evaluation, Accountability, and Learning
MENA	Middle East & Northern Africa
MFA	Ministry of Foreign Affairs
MoJ	Ministry of Justice
MS	Mellemfolkeligt Samvirke ActionAid (International Cooperation ActionAid)
NCG	Nordic Consulting Group
NDM	New Development Model
NGO	Non-Governmental Organisation
SD	Statistics Denmark
SMEs	Small and medium-sized enterprises
SPA	Strategic Partnership Agreement
SSC	Strategic Sector Cooperation
UN	United Nations
UNDP	United Nations Development Programme
USAID	United States Agency for International Development

YIEP Youth Inclusion and Employment Project

YSB Youth Sounding Board

\*Acronym for Danish term

# 1 Introduction

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The field phase in Morocco took place from 10 to 14 June 2024. Morocco was selected as a case country primarily to assess the Danish-Arab Partnership Programme (DAPP), which is a regional instrument managed by the MENA Department in the Ministry of Foreign Affairs of Denmark (MFA) in Copenhagen. Morocco is one of four countries currently engaging in DAPP support, and one of two with a Danish embassy. This allowed the evaluation to assess both the Copenhagen headquarters (HQ) and the embassy perspective of the aid management.

The DAPP is intended to underpin Danish foreign policy in the Middle East and Northern Africa (MENA) region. Further explanations on the programme and its background and key developments in the programme since its inception in 2003 are provided below. While Denmark has an embassy presence in two DAPP countries, the implementation of DAPP is rather decentralised, involving some 150 NGOs (located either in Denmark or in the four DAPP countries). In another sense it is a very centralised programme as the two DAPP programmes are managed by NGO consortium secretariats in Copenhagen. Hence, the case presented an opportunity for the evaluation to assess the relevance and coherence of the interventions, and the triangular working relationship between the MFA, the DAPP consortia, and the Danish Embassy (DE). Moreover, it allowed for an assessment of the presence vs absence of an embassy, and the implications for the management of DAPP.

## **Stakeholders consulted**

Prior to the country visit, interviews were conducted with the consortium leads in Copenhagen, the MENA Department, the MEAL unit, and the consultant responsible for the ongoing Monitoring, Evaluation, Accountability, and Learning (MEAL) stocktaking review. The country visit entailed key informant interviews and focus group discussions with the DE and with key DAPP partners. Under the Human Rights and Inclusion Programme, this included Dignity, KVINFO, Fédération des Ligues des Droits des Femmes (FLDF), Droit et Justice (D&J), the Danish Institute for Human Rights, and EuroMed Rights, and under the Employment and Entrepreneurship Programme, PlanBørnefonden, Ms ActionAid, SwissContact, and Melting Pot/UmMami cooking school were interviewed. The field visit to Morocco also presented an opportunity to complement the findings from the Vietnam case study as far as management of the Strategic Sector Cooperation (SSC) modality is concerned. Hence, the SSC sector counsellor from Statistics Denmark (SD) and the Moroccan partner, Haut Commissariat au Plan (HCP), were also interviewed. While the SSC statistics project in Vietnam has reached phase 1, the Moroccan project has already moved into phase 2.

All but one of the planned interviews were conducted, and the debriefing note, mission workplan, lists of references, and persons met are included in the report annexes.

## 2 Key Findings across the Evaluation Questions

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### 2.1 Main developments (EQ1)

**The DAPP was launched in 2003 to strengthen Danish foreign and development policy in the MENA region. Morocco became a priority country of the DAPP in 2006. Over time, objectives, priority countries, and target groups of the DAPP changed, and the present iteration is a more focused programme, managed by two NGO consortia.**

The DAPP is currently in its sixth programme phase, and it has been implemented in various iterations and priority countries, supporting both government and non-government partnerships. The programme has had a country presence in Morocco since 2006, i.e., three years after initiation of the first DAPP phase.

Over time, the programme's objectives changed and shifted towards fewer thematic areas. For example, human rights and youth used to be cross-cutting intervention areas but are now focal areas in the present programme. Procurement was conducted through an international EU tender, which attracted responses from Danish and other international NGOs.

The current DAPP 2022–2027 supports human rights and job creation in Morocco, Tunisia, Egypt, and Jordan. It comprises two programmes and eight action areas:

- 1) The Human Rights and Inclusion Programme in support of:
  - Strengthening of human rights among duty bearers and rights holders
  - Gender equality
  - Free and diverse media
  - Prevention of violence and torture
- 2) The Employment and Entrepreneurship Programme in support of:
  - Youth inclusion, engagement, and life skills
  - Enabling and accelerating start-ups
  - Accelerating growth and employment in enterprises
  - Labour market conditions

In addition, also under Programme 2, UNDP Nordic is leading a Green Growth and Jobs Accelerator Project in the region. Also, a project is providing financial support to small and medium-sized enterprises (SMEs) through the Danish Investment Fund for Developing Countries (IFU). A separate budget line allocates support for the long-running Danish-Egypt Dialogue Initiative (DEDI) in Cairo.

Under the current DAPP phase, the implementation of Programmes 1 and 2 is managed by two consortia:

- The Human Rights and Inclusion Consortium (HRIC) managed by Dignity (torture/rehabilitation), with the Danish Institute for Human Rights (DIHR), International Media Support and KVINFO (Danish Knowledge Centre for Gender and Gender Equality),
- The Youth Inclusion and Employment Project (YIEP) Consortium managed by PlanBørnefonden (Children's rights), with MS ActionAid, GAME, and the Danish Chamber of Commerce. The YIEP secretariat also acts as secretariat for the UNDP.

The consortia apply different types of in-country presence, either through a country office or through virtual country teams. Some consortium members (but not all) are physically present in some of the countries or work through the offices of their partners. For example, PlanBørnefonden has country offices in Jordan and Egypt, while working through MS ActionAid's office in Morocco and through the Danish Refugee Council (consortium partner) in Tunisia. In total, around 150 NGOs in the MENA region are supported by DAPP, hereof 125 NGOs under HRIC.

**After 2016, the management of DAPP underwent a modality change. This entailed the introduction of EU-tendered service contracts and – for the present phase – third-party monitoring. Over time, the number of contracts were significantly reduced from a number of smaller contracts to six contracts in the 2017–2022 phase, then reduced to the two consortium contracts in the current phase and one each for the MEAL and Communication units. According**

**to interviews with MFA staff, staff reductions and efficiency gains at the MFA were key drivers of these changes, along with a stronger focus on innovation, results, and accountability**

The management of the DAPP underwent a modality shift in 2016–2017, when a more programmatic and results-based approach was pursued through the outsourcing of the programme based on EU service contracts. The introduction of service contracts was a departure from the grants-based approach in the past and entailed payments against results framework and set workplans, annual budget ceilings, and quarterly disbursements based on submission of invoices. The need for a stronger focus on innovation, results, and accountability was a key driver in this modality change. However, efficiency gains to accommodate staff reductions at the MFA also motivated the MFA to gradually centralise programme management and reduce the number of contracts to the two lead consortium contracts in the current programme phase.

Prior to the current programme phase, the MFA also employed country-based DAPP advisors (at the DE or at country offices) who coordinated and monitored the DAPP. The DAPP advisors could be posted MFA staff or externally recruited on time-bound contracts. For this programme phase, the DAPP advisors are succeeded by a MEAL unit, which was awarded to Nordic Consulting Group (NCG) in Copenhagen after a tender process. The MEAL unit monitors the performance of DAPP with a staff presence in each DAPP country. It also renders capacity support for DAPP partners within management, monitoring, and evaluation, and it supports MFA reviews and audit activities. In addition to the MEAL unit, the DAPP support functions include the DAPP communication fund, which is a challenge fund managed by the NCG, and country-based Youth Sounding Boards (YSBs) with four members in each, identified by the Danish Youth Council, and anchored in the MEAL unit.

## 2.2 Relevance and effectiveness (EQ2/EQ3)

**The Moroccan context is quite conducive for DAPP, allowing DAPP partners to contribute to government reform initiatives within the justice and human rights sector, green jobs creation, and entrepreneurship. The potential for impact is greater, where DAPP engages in both up- and downstream reform initiatives, linking high-level advocacy with participation and service delivery on the ground. However, sustainability may need more consideration.**

The DAPP is well positioned in the Moroccan context, which has changed significantly over the years. Both objectives of the current programme are aligned with reforms within justice and human rights, youth employment, and entrepreneurship. Important changes in Morocco during the last two decades include:

- In 2004, a new family code (Moudawana) was adopted. It was seen as the start of a legal and social revolution, enshrining equality between men and women and improving women's rights within the family unit.
- In 2011 (after the Arab Spring), the new 2011 Constitution was adopted, which included human rights reforms as well as progress on gender equality.
- In 2021, [The New Development Model](#) (NDM) was adopted by the new Government of Morocco (GoM) and has been included as part of its five-year mandate. The NDM refers to the 2011 Constitution as its framework, and it has a duration until 2035. The work on the NDM started in 2019, when a national commission was tasked by King Mohammed VI with finding the root causes of Morocco's development challenges during the 2010s. Following a participatory and inclusive approach open to all Moroccan development stakeholders, the commission drew up the NDM, which was presented to the King in May 2021. The King has made NDM one of the government's top priorities.

The reforms have positioned Morocco as a human rights leader in the region, although issues such as migration and LGBT+ rights still face resistance from conservative and religious quarters of the society. The favourable context has enabled Danish DAPP partners, in collaboration with local partners, to contribute to policy reforms and practises, not least HRIC partners such as FLDF, Dignity, Droit et Justice, KVINFO, and DIHR:

- Contributions to the new Moudawana (family code): Some partners (D&J and FLDF through the NGO coalition each created) took part in meetings with the consultative commission in charge of the Moudawana reform, where they were able to advocate/put forward their recommendations for this reform. This included an influential mapping of child marriages, which helped to reveal the true extent of the problem. In March 2024, the commission's final proposals were handed over to the head of government, who submitted them to the King for approval.
- Contributions to the penal code with inputs to the alternative sentencing bill (fines, community work, electronic surveillance, etc.) that was adopted in June 2023 to alleviate overcrowding in prisons and increase the level of human rights protection. According to Mustapha Baitas, the Moroccan government's spokesperson: "The adoption of the bill marks a significant milestone in Morocco's commitment to human rights."
- Human rights training for the prison administration and other public authorities.

Notwithstanding such contributions, sustainability of impact may need more consideration, since many DAPP activities are small scale and open-ended and implemented without an exit strategy. Notably, it can also be difficult for NGOs to scale up and mainstream results, for example, ensuring that complaints regarding gender-based violence can be submitted with the use of a common complaints form, regardless of location and which authority the complaint is submitted to (police, social or health authorities etc.).

**The long presence of DAPP in Morocco has enabled Danish NGOs to adapt to the local context and build trust and partnerships with local partners. The staying power of DAPP is a comparative advantage as other donors prefer more short-term support. However, careful mapping of the value added by Danish NGOs to local partnerships is key to preventing competition and overlaps and to forging synergies and coherence.**

Due to the relatively long presence of DAPP in Morocco, Danish DAPP partners had time to learn and adapt to the context and history of the country. This enabled them to engage in context-sensitive collaborations with their local partners and to build the necessary trust and confidence to achieve longer-term results. Denmark stands out positively in this regard as other countries tend to provide more short-term, targeted support, which does not underpin partnership building and sustained advocacy work.

However, the size of the consortia may also cause potential overlaps or overlook synergies at country and regional levels. To prevent this, it is important to carefully map where Danish partners can add value to local organisations and how programme activities can be coordinated to build synergies and coherence. While mapping and coordination of partner collaborations has improved in the present phase, such mappings are not mandatory as they are under the Strategic Partnership Agreement format for NGOs.

**Denmark is perceived as a flexible development partner. However, the service contracts cause high transaction costs for the DAPP partners, and the scale of the consortia and the number of sub-contracts reduce flexibility and prolong response times.**

Denmark is generally perceived as a flexible partner, and various DAPP partners can get in touch with the embassy in Rabat and/or the MENA Department in Copenhagen when issues emerge. However, both consortium leads, and all DAPP partners interviewed, favour grants over the service contract format. While they recognise the benefits of competitive contract awarding based on change theories, results frameworks, and innovative approaches, service contracts with detailed outputs and payment tranches do not underpin flexibility and responsiveness, and the large number of partners and subcontracts cause high transaction costs.

The need for flexibility is inevitable with a changing context. Given that the formulation and implementation of the programme are conducted by different people; the lead unit in Copenhagen and the subcontracted civil society partners. However, service contracts can be bureaucratic and difficult to manage for smaller CSOs as the centralised management approach with two large consortia entails more layered channels of communication and decision making, making it difficult to meet deadlines and comply with contractual obligations.

**The service contract approach presents a dilemma. It emphasises results, accountability, and contractual compliance, but may not sufficiently underpin adaptability and learning. Moreover,**

**service contracts with detailed outputs and timelines may not be very conducive to advocacy work targeting politically driven reform processes. The third-party monitoring approach on the other hand is still at an early stage, but DAPP partners see a gap in programme visibility and communication compared to the previous support from the country-based DAPP advisors.**

The service contract format targets all types of services, and it is not tailored specifically to development cooperation or advocacy. Both consortium leads in Copenhagen maintain that the bureaucracy associated with service contracts does not incentivise adaptation and learning, since they – by default – forge a stronger focus on the legal and budgetary aspects of the programme management and compliance with contractual obligations. While acknowledging the need to document progress and results, the consortium leads find the contract format less flexible and responsive compared to the traditional grants-based funding of CSOs, and there are also challenges with insurance guarantees, disbursements against invoices, limited budget flexibility, and registration of financial approvals. Moreover, DAPP partners in Morocco questioned the conduciveness of the service contract format to advocacy work. According to their experience, service contracts with detailed outputs and timelines were not very suitable for the funding of advocacy work targeting high-level reform processes. Since such processes are inherently political and dynamic, they are often unpredictable and difficult to plan and budget for.

The evaluation found differing perspectives on this issue. Some units in Copenhagen (TILSKUD, ØKO) share the evaluation's scepticism regarding the service contract. However, this perspective is not at all shared by the MFA leads on DAPP in Copenhagen, who instead emphasise the value of having clear outputs and results-based contracting arrangements and that the partners should not simply expect grants without a clear link to results expected. They fed back that the service contracts are broadly working, although there is a need to address the issues around insurance guarantees and disbursements against invoices. They also note that while there is an argument for having country-based advisors, this is not currently allowed under MFA policy.

The MEAL approach is still at an early stage of implementation, and some at HQ noted that the VFM of this is questionable, with an expensive contract and potential for overlaps. DAPP partners interviewed in the evaluation did not yet have much experience with third-party monitoring. The DAPP partners appreciate the support rendered by the embassy and MENA, but they also see a gap compared to the programme visibility and communication and the advocacy support provided by the DAPP advisors in the past. Some partners also claimed that the MFA may benefit from more boots on the ground as, for example, it may now be possible to do more DAPP work in Algeria, but this is an issue that is yet to be addressed and discussed. However, this entails risks, as the MFA leads in Copenhagen noted, given earlier experience of misuse of funds by local partners in Algeria. The perspectives on the need for more learning, coherence, and embassy involvement also partially tally with the recommendations of the DAPP evaluation in 2015, which called for stronger coherence with other regional and national programmes and more involvement of embassy staff in partner activities.<sup>1</sup> The way the DAPP is set up, it is very much for the DAPP partners to decide when to bring in the DE, and they gave very positive feedback on how this has worked when it has been tried.

The DAPP programme consortia have their own monitoring and evaluation (M&E) mechanisms. The Youth Inclusion and Employment Project (YIEP) secretariat developed a digital monitoring system, which was rolled out to all partners but was recently abandoned due to practical implementation challenges. HRIC partners have their own individual progress monitoring systems while 'outcome harvesting' is applied as a unified consortium monitoring system. This combination of systems is still a work in progress. When more experience has been gained, it would be key to assess the value added of the MEAL approach compared to management through DAPP advisors, and how it complements the in-house M&E mechanisms of the DAPP partners. Here again, the MFA leads on DAPP in MENA, Copenhagen noted forcibly that having DAPP advisors is not currently feasible as they add staff resources to the MFA MENA on the ground, hence would be considered 'illegal' unless and until they are posted as direct advisors to country partners.

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<sup>1</sup> See Niras et al (2015), *Evaluation of the Danish-Arab Partnership Programme 2003–2014, Synthesis Report, Ministry of Foreign Affairs of Denmark.*

## The SSC instrument

**The partnership with Statistics Denmark is enabled by a favourable context and the strong ownership of the Haut Commissariat au Plan, which paves the way for institutional strengthening results. However, the success of the digitalisation approach to spearhead inter-governmental cooperation on data management will depend on the government's backing of the national digitalisation strategy**

Like DAPP, the SSC project in Morocco on statistics benefits from a very conducive context which enables a constructive partnership between SD and the HCP. The relevance and sustainability of the project is underpinned by favourable preconditions which are met by the partnership. They include:

- The focal areas and the timing of the project is aligned with HCP's work on its digitalisation roadmap and fits HCP's needs to implement it.
- HCP has a strong ownership to the project. It decided early on to invest in its English language capability to fully engage in the partnership and enhance its absorption capacity within digitalisation.
- HCP is a stable organisation with no issues of high staff turnovers.
- The partnership mitigates siloed working approaches and makes the HCP appreciate the need to work with other national stakeholders within the larger framework of the national digitalisation strategy.
- SD has enabled HCP to work towards more detailed data capture than outlined by the national guidelines.
- The collaboration has enabled the HCP to gain an overview of the IT infrastructure and staff qualifications needed to implement the roadmap, while also providing an advanced data management centre that is crucial in the data collection for the September 2024 Census.
- Study visits to Denmark enable experts and managers from the HCP to meet and discuss highly specialised topics with their peers in SD.

Notwithstanding these achievements, the potential for impact on inter-governmental data management will depend on the government's backing of the national digitalisation strategy, which is anchored at the Ministry of Information and Transition. Morocco is currently only ranked as number 101 in UN's global E-governance Development Index<sup>2</sup>, and progress in public data management, e-participation, and digitalisation of public services has been modest.

**The SSC framework and guidelines are conducive to the statistics project. This includes flexibility to amend project activities and time to address institutional strengthening issues. However, there may be an untapped potential for south–south cooperation as well as regional exchange of experience for SSC counsellors.**

The SSC framework and guidelines underpin the progress of the statistics project. The guidelines are flexible and the long lead-in allowed sufficient time to build trust and build a partnership, which is relevant to the needs of the HCP.<sup>3</sup> It also included support for green national accounting as a joint priority. Further, the duration of up to ten years for the partnership with opt-out options ensures that time and resources are made available to achieve results and potential impact. The SSC project is also flexible regarding emerging demands. For example, economic modelling was added as a focal area, based on a demand from the HCP after a study visit to Denmark. The project has not yet made use of DFC fellowships or SSC research grants, but it was noted that the projects could benefit from more south–south cooperation, including a stronger exchange of experience with the SSC projects in Ghana, Vietnam, and potentially Senegal. There may also be untapped benefits from more regional exchange of experience for the SSC counsellors.

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<sup>2</sup> For more details, see Morocco's latest ranking in [UNDESA's global E-Government Development Index](#), in which Tunisia is ranked as sub-regional leader.

<sup>3</sup> The 2020 Evaluation of the SSC instrument identified the extended inception phase as an enabling factor for successful partnerships, allowing partners to define more precisely their areas of cooperation and deepening mutual trust. This is critical as public authorities are not consultancy companies and may not have a deep expertise in change management processes in other contexts and cultures. Hence, time is needed to sufficiently understand the local context and the nature of the problem they try to solve. Especially, when the partnership cooperation is linked to a broader reform, and the SSC intervention itself is intended as a catalytic contribution to this reform. The Danish authority also needs to ensure that the right staff – often in high demand back in Denmark – has sufficient time to engage internationally.

### 2.3 Lessons learned (EQ4)

**The strengths of DAPP resemble the SCC instrument in many ways. These include demand-driven partnerships with long lead-in, continuity, and flexibility. However, the benefits of regional and south–south learning may need more attention. Since country contexts differ widely within the MENA region, solid analyses are needed to assess where and how the countries can learn from each other**

The strengths of DAPP and the SSC instrument are similar in many ways. This includes salient features such as demand-driven partnerships, staying power, flexibility, and the long lead-in for robust project formulations. However, it is key to understand the value added of Danish NGOs to local partnerships, while acknowledging that many Moroccan stakeholders already have a high capacity and hence less need for generic training. It is particularly important that Danish NGOs underpin and strengthen local partners' advocacy work. While funding is provided from Denmark through Danish NGO consortia, Danish partners should not overlap or compete with local partners but strengthen and complement their work.

The regional dimension of DAPP may also need more consideration, as DAPP partners noted a gap in regional and south–south learning and exchange of experience. For example, DIHR runs regional courses on human rights, where experience from Morocco has inspired work in Tunisia and Jordan, but such courses are driven by DIHR's own offices in Tunisia and Jordan, not the consortium. It was also noted that a common MENA context does not exist in practise, as the context and history of each partner country differs a lot. This not only necessitates robust tailoring (by the lead consortia and contracted civil society partners) of individual country interventions, but also a comprehensive analysis (facilitated by the lead consortia and the DAPP lead unit in Copenhagen) of how the countries can learn from each other.

**Many DAPP interventions are of a smaller scale and oriented towards trainings and service innovations on the ground. They may benefit from more attention to exit strategies.**

Sustaining DAPP results is challenging. The HRIC potentially has the more integrated approach, working both up- and downstream on human rights, and based on a longer presence in the DAPP countries. However, work on human rights is difficult and constrained by cultural and religious norms. Jobs creation and entrepreneurship on the other hand, may not face such problems in the same way, but such interventions may be of a smaller scale and more oriented towards trainings and services on the ground. Either way, DAPP may benefit from more attention to exit strategies for advocacy approaches, partnerships, and service innovations, as DAPP partners noted a gap in this area.

**The service contract approach has trade-offs that may not be fit for purpose in the MENA context and the type of work supported. If feasible, findings suggest that competitive and results-based granting may promote a better balance between the MFA's objective to incentivise results and accountability, and DAPP partners' need for flexibility and low transaction costs.**

The findings from interviews with the consortia leads in Copenhagen and DAPP partners in Morocco suggest that service contracts are cumbersome for NGOs and create high transaction costs. They may not be very conducive to advocacy work and smaller innovation projects, either, and they risk taking away resources from the adaptability and learning aspects of the programme. In contrast, the position of the MFA in Copenhagen is that service contracts are needed to further results and accountability and avoid open-ended engagements. Notwithstanding, an advocacy support programme like DAPP does require a high degree of flexibility and resilience to be fit for purpose in the MENA context. Since 2003, DAPP had to engage with very dynamic contexts impacted by events such as the 'cartoon crisis' and bombings in Amman in 2005, the Arab Spring in 2011, regime collapse, the civil war and subsequent programme exit from Yemen and Libia, the regional impact of the protracted war in Syria, the coup in Egypt in 2013, let alone the current conflict between Israel, Gaza, Lebanon, Yemen, and Iran, which is also impacting Jordan and Egypt, the MENA region, and beyond. Against this background, opportunities sometimes presented themselves in more reform-oriented contexts such as Morocco and Tunisia, but often DAPP interventions were constrained. Where progress was made, it could suddenly be lost again

as in Yemen and Egypt, or in Jordan where the promise of major reforms at the beginning of DAPP was watered down<sup>4</sup> (a reform process sometimes labelled ‘the road to nowhere’).

Against this context, the findings suggest that the service contract entail trade-offs that may not sufficiently balance the need for flexibility and learning with the need for accountability and results. A revisit of the service contract format at the end of the programme phase could assess if a better balance is feasible between the positions of the MFA in Copenhagen and the NGO consortia. One option could be results-based contracts subject to competitive calls for proposals but funded by grants. Another could be to use the Strategic Partnership Agreement (SPA) format.

**The MEAL approach is new in the DAPP context. Compared to the former setup with DAPP advisors, there could be a gap in programme visibility, communication, and development, which the MEAL approach may not fully compensate for. When more experience is gained, there is a need to assess the presence of the MFA at country level.**

The accountability and learning dimension of DAPP is presently attended to by the MEAL approach, the Youth Sounding Boards (YSBs) and the Communication Fund. This approach is new and still in an early stage of implementation. Eventually, it should complement the oversight mechanism of the DAPP consortia and the in-house learning by DAPP partners, but more time is needed to assess the value added compared to the former DAPP advisors.

The abolition of DAPP advisors may have left a gap in the presence of the MFA, even in countries where Denmark has an embassy presence. While it is still an open question how much the MEAL approach can fill this gap, DAPP partners in Morocco called for an improvement of the programme visibility, more advocacy support, and better programme communication, and for now, they see gaps compared to the role fulfilled by the DAPP advisor in the past. (On the other hand, as the DAPP leads in Copenhagen explained, there are budgets for communication built into the contracts). DAPP partners also suggested that a better country presence of the MFA may improve its access to information on new intervention opportunities, including in MENA countries not included in the programme at present. It was also suggested that facilitation of networking meetings by the DE, like it is done by the Swedish embassy, would benefit the DAPP.

**Mandatory self-assessment of the Danish partners’ value addition to local interventions and partnerships may strengthen the effectiveness, synergies, and coherence of DAPP.**

DAPP may benefit from mandatory self-assessment of the value added by Danish partners to local partnerships and interventions. Such a requirement is already mandatory for Strategic Partnership Agreements (SPAs) to strengthen synergies and coherence and prevent competition and overlapping engagements.

In addition, new YIEP partners suggested the following improvements in the way the YIEP consortium implements the programme:

- While introductory meetings were held at the outset, a better onboarding of new DAPP partners before launch of consortia interventions can improve synergies, coherence, and continuity of programme activities
- DAPP support to jobs creation and entrepreneurship may benefit from the development of common models for the design and scaling of pilot projects to enable quicker start up for new partners. DAPP funding should be allocated to this.
- For generic training sessions, it can be more cost-efficient to make use of training materials and tools which have already been developed by other development partners such as the German Development Corporation (GIZ). Such tools are often available online for free.

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<sup>4</sup> See for example MFA (2015), *Evaluation of Danish-Arab Partnership Programme, Country Report Jordan*, p 11.

## Annex 1: Workplan

Day	Time	Organisations	Location
Monday, 10 June	9:30–10:30	DE	at the DE in Rabat
	11:00–12:30	DE	at the DE in Rabat
	14:30–15:30	KVINFO	at ‘Mgallery le Diwan’ hotel in Rabat
Tuesday, 11 June	9:00–10:00	PlanBørnefonden  (and MS ActionAid)	at Alianza Por la Solidaridad offices
	11:00–12:00	Melting Pot/UmMami cooking school	Online
	14:30–15:30	Dignity	Nawara Office
Wednesday, 12 June	9:00–10:00	SwissContact	Online
	11:00–12:00	Fédération des Ligues des Droits des Femmes (FLDF)	at FLDF, N°40 Quartier El Akkari, rue Larbi Hakam, Rabat
	15:00–16:00	HCP	Rabat
	16:30–17:30	Droit et Justice (D&J)	at ‘Mgallery le Diwan’ hotel in Rabat
Thursday, 13 June	(Note verbale sent to the MFA and the assistant of Hicham)	Ministry of Justice (MoJ)	Rabat
	15:00–16:00	EuroMed Rights	at EuroMed Rights office in Rabat
	16:30–17:30	Danish Institute for Human Rights (DIHR)	Online
Friday, 14 June	9:30–10:30	DE	at the DE in Rabat

## Annex 2: References

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- The Danish-Arab Partnership Programme 2022–2027
- The Danish-Arab Partnership Programme 2017–2021
- MFA Danish-Arab Partnership Programme 2017–2021 Inception Review March 2018
- MFA DAPP Annual Stocktaking Report, Oct 2023
- MFA DAPP Annual Stocktaking Report, Nov 2018
- Consortium draft progress reporting
- MEAL stocktaking reviews
- Niras et al (2015), Evaluation of the Danish-Arab Partnership Programme 2003–2014, Synthesis Report, Ministry of Foreign Affairs of Denmark

## Annex 3: Additional Graphs/Portfolio Analysis

The following graphs give an overview of the portfolio budget disbursements 2009–2023.<sup>5</sup>

**Figure 1: Bilateral (including earmarked bilateral) ODA to Morocco 2009–2023**



Source: Danish MFA, internal note

**Figure 2: Bilateral (including earmarked bilateral) ODA to Morocco over main sectors 2009–2023**



Source: Danish MFA, internal note

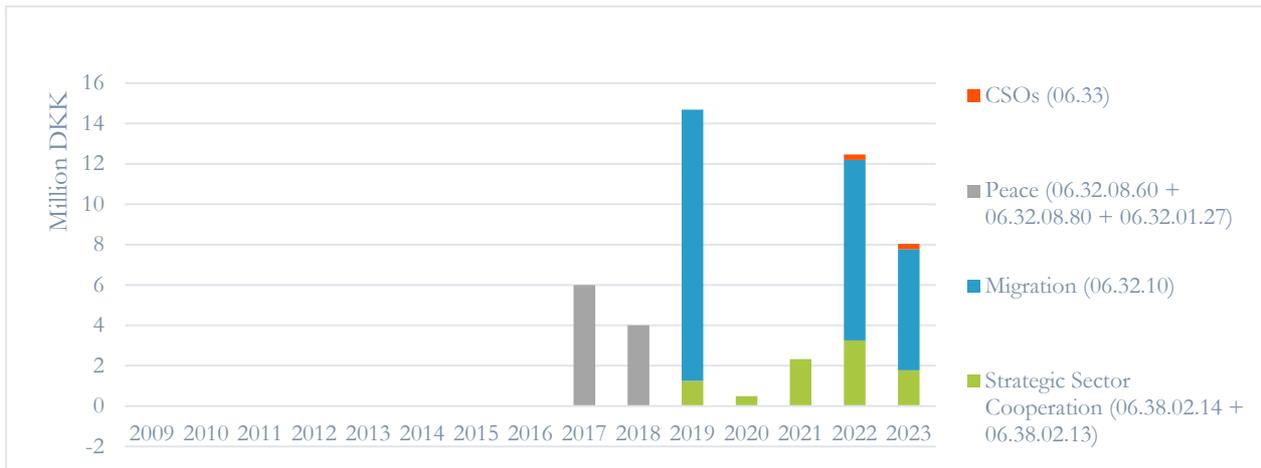
**Figure 3: Bilateral (including earmarked bilateral) ODA to Morocco by channel of delivery 2009–2023**



Source: Danish MFA, internal note

<sup>5</sup> The data source for the numbers shown in the graphs is the Danish MFA. The numbers shown in these figures exclude multilateral core contributions and contributions to Morocco that have been channelled through regional programmes (other than the DAPP).

Figure 4: Selected thematic areas based on the Finance Act Classifications (disbursement) 2009–2023



Source: Danish MFA, internal note